

Message Text

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INFO OCT-01 ISO-00 ONY-00 /011 R

DRAFTED BY NEA:NAVELIOTES

APPROVED BY NEA:NAVELIOTES

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P 051914Z AUG 78

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STADIS

FOR CHARGE FROM VELIOTES

E.O. 11652: GDS

TAGS: MASS MILI MPOL JO

SUBJECT: ANNUAL INTEGRATED ASSESSMENT OF SECURITY

REQUIREMENTS

REF: AMMAN 6144

1. I HAVE BEEN REVIEWING VERY COMPLETE REFTEL IN CONTEXT
OF ATTACKS ON FOREIGN AID FUNDING LEVELS IN CONGRESS AND
PRESSURES TO KEEP SPENDING DOWN IN ALL CATEGORIES FOR
FY 80. AS CONCERNS CONGRESSIONAL ACTION, YOU MAY HAVE
NOTED THAT FRIENDS ON THE HILL INSULATED JORDAN AND
LEBANON AS WELL AS ISRAEL FROM OVERALL TWO PERCENT CUT OF
FY 79 FMS AND MAP. THE FINAL ACT OF THIS PARTICULAR
DRAMA HAS BEEN DELAYED UNTIL EITHER LATE AUGUST OR
SEPTEMBER WHEN THE FOREIGN ASSISTANCE BILL WILL COME BACK
TO THE FLOOR OF THE HOUSE. WE WILL, OF COURSE, CONTINUE

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TO DO OUR BEST TO PROTECT ALL FY 79 FUNDING LEVELS FOR
JORDAN.

2. AS CONCERNS FY 80, GIVEN CURRENT AND PROJECTED CIRCUM-
STANCES IN THE MIDDLE EAST, OUR BASIC CHOICES FOR
MILITARY ASSISTANCE (AND OTHER FOREIGN ASSISTANCE) WILL
PROBABLY LIE BETWEEN STRAIGHT-LINING OF THE FY 79 LEVELS

AND SOME REDUCTIONS. I HAVE JUST COMPLETED TWO

PRELIMINARY ROUNDS OF INTERAGENCY MEETINGS WHICH QUICKLY ESCALATED FROM DISCUSSIONS OF SSA FOR INDIVIDUAL COUNTRIES TO THE SUBJECT OF FOREIGN ASSISTANCE IN GENERAL. WHAT IT ALL ADDS UP TO FOR ME AS CONCERNS THE JORDANIAN FMS PROGRAM IS THAT WE CANNOT EXPECT ANY SUBSTANTIAL INCREASE AND THE BUREAU WILL PROBABLY FIND ITSELF FIGHTING TO SAVE ESSENTIALLY THE FY 79 LEVELS. GIVEN THE MANDATED REDUCTIONS IN MAP, THIS WILL MEAN A DIFFERENT MIX AT APPROXIMATELY THE SAME OVERALL LEVEL OF MAP PLUS FMS.

3. WITH ALL THAT AS PROLOGUE, I WOULD LIKE TO ADDRESS CERTAIN ASPECTS OF THE REFTEL AND JORDAN MILITARY ASSISTANCE AND MILITARY PLANNING. I DON'T UNDERSTAND THE FLAT STATEMENT THAT AT LEVEL I - \$120 MILLION TOTAL MAP AND FMS "MODERNIZATION OF ARMY AND AIR FORCE RESOURCES COME TO A HALT." IT IS DIFFICULT FOR ME TO BELIEVE THAT \$120 MILLION A YEAR WOULD IN EFFECT BE DEVOTED TO OPERATING AND MAINTAINING EXISTING EQUIPMENT. IN THIS RESPECT, THE IRANIANS ARE PAYING FOR THE MODERNIZATION OF THE M-48 TANK OR IS NOT THIS CONSIDERED MODERNIZATION IN THE CONTEXT USED IN THE TELEGRAM? I GUESS I HAVE THE SAME QUESTIONS CONCERNING LEVEL II. IN OUR COMMENTS UNDER THESE TWO SECTIONS WE COME DANGEROUSLY CLOSE TO STATING THAT \$120 MILLION TO \$130 MILLION IN U.S. MILITARY

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ASSISTANCE TO JORDAN IS NOT REPEAT NOT PROMOTING ANY SIGNIFICANT U.S. POLICY GOALS. SINCE THESE ARE THE ONLY FEASIBLE LEVELS I CAN SEE FOR FY 80, WE CAN CERTAINLY NEVER JUSTIFY THEM IN THE CONGRESS DRAWING ON THE COMMENTS UNDER THESE TWO SECTIONS IN THE TELEGRAM.

4. I UNDERSTAND THAT THE JORDANIANS HAVE A FIVE-YEAR MODERNIZATION PROGRAM WHICH SHOULD RUN FROM 76-81. WHAT I DON'T KNOW IS IF THE JORDANIANS ENGAGE IN ANY PERIODIC ROLLOVER PLANNING. IT IS MY EXPERIENCE THAT ANY PLANNING DOCUMENT WILL HAVE OPTIMUM GOALS WHICH ALWAYS ENSURES SHORTFALLS. IN ORDER TO KEEP THE DOCUMENT USEFUL AND REALISTIC, THEREFORE, IT HAS TO BE REWORKED PERIODICALLY WITH NEW GOALS PERHAPS MORE REALISTICALLY PROJECTED ON THE EXPERIENCE OF THE FIRST YEAR OR SO OF SUCH A PLAN. HAVE THE JORDANIANS ENGAGED IN ANY ROLLOVER PLANNING OR ARE THE SHORTFALLS THAT ARE AT LEAST IMPLIED IN THE TELEGRAM MEASURED AGAINST STATIC OPTIMUM GOALS THAT MIGHT HAVE BEEN CONCEIVED ALMOST THREE YEARS AGO?

5. I AM CONFUSED AS TO WHAT IS MEANT BY THE ANTI-AIRCRAFT MODERNIZATION REFERRED TO IN THE TELEGRAM UNDER LEVEL II.

IN ANOTHER SECTION THE EMERAD SYSTEM IS MENTIONED AND WE APPEAR TO RECOGNIZE THAT THIS IS FAR BEYOND THE REALISTIC

EXPECTATIONS OF THE JORDANIANS GIVEN ITS BILLION DOLLAR PRICE TAG (THE KUWAITIS, ALAS, HAVING LOTS OF OIL CAN AFFORD THE EMERAD;). I ASSUME THE LANGUAGE UNDER LEVELS I AND II IS NOT REFERRING TO THE EMERAD. WHAT IS REFERRED TO IN THE ANTI-AIRCRAFT FIELD?

6. IT WOULD ALSO BE HELPFUL TO ME IF I COULD HAVE SOME EXPLANATION OF THE PHRASE UNDER LEVEL II 'AIRCRAFT MODERNIZATION WOULD BE LIMITED TO EIGHT 5-E AIRCRAFT.' WOULD A HIGHER FUNDING LEVEL ALLOW THE JORDANIANS TO BUY MORE F-5S OR ARE WE THINKING OF ANOTHER WEAPONS SYSTEM LIKE THE

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F-16. (AS YOU KNOW, THE F-16 HAS A WHOLE ADDITIONAL SET OF PROBLEMS HAVING LITTLE TO DO WITH FUNDING ALTHOUGH THEY ARE CURRENTLY RUNNING UP TO \$20 MILLION A COPY WHEN ALL COSTS ARE INCLUDED.)

7. FINALLY, I FIND MYSELF INCREASINGLY UNABLE TO COME TO GRIPS WITH THE PROBLEM OF LEGITIMATE JORDANIAN MILITARY REQUIREMENTS WHICH WE DO OUR BEST TO FUND THROUGH MAP AND FMS BUT WHICH IN TURN CANNOT BE DRAWN DOWN BECAUSE OF THE LACK OF A THIRD PARTY GUARANTOR. COUNTING FY 79 WE WILL HAVE ALMOST \$200 MILLION IN FMS BACKLOGGED WITH CLOSE TO ANOTHER \$100 MILLION PROBABLY PROJECTED FOR FY 80. THE INABILITY OF THE JORDANIANS TO ACTUALLY UTILIZE THESE LARGE SUMS OF MONEY PUTS THE JORDANIAN FIVE-YEAR PLAN AND URGENT MODERNIZATION REQUIREMENTS INTO A RATHER SURREALISTIC CONTEXT AND COULD POSE SERIOUS CONGRESSIONAL PROBLEMS. DO WE HAVE ANY CURRENT REASON TO BELIEVE THAT THE SAUDIS WOULD BE PREPARED TO GUARANTEE JORDANIAN FMS CREDITS? ARE THERE ANY OTHER ANSWERS? (FMS FORGIVENESS" IS NOT A FEASIBLE ALTERNATIVE GIVEN CURRENT CIRCUMSTANCES IN ARE A

8. PLEASE EXCUSE THE SOMEWHAT UNSTRUCTURED NATURE OF THESE VIEWS. I WOULD APPRECIATE ANY COMMENTS YOU MIGHT PASS ON PRIOR TO MY AUGUST 9 BRIEFINGS AT DOD ON THE JORDANIAN MILITARY ASSISTANCE PROGRAMS.

CHRISTOPHER

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Message Attributes

Automatic Decaptoning: Z
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: SECURITY
Control Number: n/a
Copy: SINGLE
Draft Date: 05 aug 1978
Decaption Date: 20 Mar 2014
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978STATE198354
Document Source: CORE
Document Unique ID: 00
Drafter: NAVELIOTES
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780321-1179
Format: TEL
From: STATE
Handling Restrictions:
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780894/aaaadalx.tel
Line Count: 163
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: f5771d68-c288-dd11-92da-001cc4696bcc
Office: ORIGIN NEA
Original Classification: SECRET
Original Handling Restrictions: ONLY, STADIS
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators: n/a
Previous Classification: SECRET
Previous Handling Restrictions: ONLY, STADIS
Reference: 78 AMMAN 6144
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 13 jul 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 1824823
Secure: OPEN
Status: NATIVE
Subject: ANNUAL INTEGRATED ASSESSMENT OF SECURITY REQUIREMENTS
TAGS: MASS, MILI, MPOL, JO
To: AMMAN
Type: TE
vdkvgwkey: odbc://SAS/SAS.dbo.SAS_Docs/f5771d68-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014